Headquarters
Department of the Army
Washington, DC
20 March 1991

DA Memo 25-3

Information Management

Headquarters, Department of the Army Life Cycle Management Policy, Responsibilities, and Procedures

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Applicability. This memorandum applies to Headquarters, Department of the Army and its field operating agencies.

1. Purpose

This memorandum highlights the Headquarters, Department of the Army (HQDA) implementation of two significant changes in the Army's Information Resources Management Program: information requirements planning and life cycle management (LCM) of information systems.

2. References

a. Required publications.

(1) AR 25-1, The Army Information Resources Management Program. (Cited in para 6.)

(2) AR 25-3, Army Life Cycle Management of Information Systems. (Cited in para 4d(3) and para 10.)

(3) DA Pam 25-2, IMA Planning Process. (To be published in mid-1991.) (Cited in para 6e.)

b. Related publications.

(1) DA Pam 25-1, Army Information Architecture.

(2) DA Pam 25-10, Information Management Master Plan Process and Procedures.

(3) DA Memo 25-1, HQDA Information Model Policy, Procedures and Responsibilities.

(4) Information Management Master Plan, 27 Oct 87.

(5) Information Management Planning (IMP) Guidance, 29 Jan 88.

(6) Information Management Plan Guidance, 14 Jan 87.

c. Referenced form. DD Form 1262 (Administrative Service Request).

3. Explanation of abbreviations and terms

Abbreviations and special terms used in this memorandum are explained in the glossary.

4. Responsibilities

a. The Administrative Assistant to the Secretary of the Army (AASA) will--

(1) Act as HQDA major Army command (MACOM) Commander (CDR) for information management.

(2) Cochair the Senior Program Budget Advisory Council (PBAC).

b. The Director of the Army Staff will serve as cochairman of the Senior PBAC.

c. The Deputy Administrative Assistant will--

(1) Act for the MACOM CDR for day-to-day management of the information mission area (IMA).

(2) Cochair the Working PBAC.

d. The Department of the Army Information Manager (DAIM) will--

(1) Ensure that the primary functional responsibilities of the MACOM are supported by the individual agencies of the Headquarters (HQ) under the MACOM's architecture and within the priorities and constraints set by the MACOM CDR.

(2) Serve as technical adviser to the MACOM CDR.

(3) Implement LCM procedures for information management systems in accordance with AR 25-3.

(4) Develop and maintain the information architecture.

e. The Director of Management will serve as cochairman of the Working PBAC.

f. Director, Management Systems Support, Office of the Secretary of the Army will--

(1) Certify availability of funds for procurement actions.

(2) Implement information management systems for Secretariat offices.

(3) Direct the HQDA Automatic Data Processing Program.

(4) Manage all information management systems for the Secretariat and Office of the Chief of Staff, Army offices.

(5) Manage HQ support to Joint and Department of Defense (DOD) programs.

g. CDR, U.S. Army Decision Systems Management Agency will--

(1) Provide general support as requested to HQDA and other agencies.

(2) Act as one of the functional proponents for the HQDA Executive Decision Support Systems.

(3) Ensure the functional integration of software within the HQ.

(4) Act as one of the technical advisors to the U.S. Army Information Management Advisory Council (IMAC) and the PBAC and represent the decision support system.

(5) Coordinate support for decision support and artificial intelligence related requirements.

(6) Identify, consolidate, and coordinate decision system software requirements for supported elements.

h. The IMAC will--

(1) Examine policy issues and implementation strategies for the HQ.

(2) Rank order information requirement statements (RSs) and funding allocations for the PBAC.

(3) Provide policy recommendations to the DAIM and the AASA.

(4) Review LCM status of all HQDA internal systems.

5. Scope

The policy, responsibilities, and procedures prescribed herein are applicable to all HQDA agencies including the field operating agencies (FOAs) and staff support agencies (SSAs) funded from the Operating Agency Account 22 (OA22). This memorandum does not apply to Joint and DOD activities or unique systems.

6. Headquarters, Department of the Army Information Resources Management Program

a. The Army manages information as a resource through the IMA. The IMA encompasses the disciplines of automation, telecommunications, visual information, printing and publications, and records management. AR 25-1 defines information resources as doctrine, policy, data, equipment, applications, personnel, services, facilities, and organizations employed in the LCM of information.

b. HQDA is now considered a MACOM for information management. With the 18 November 1988 revision of AR 25-1, the AASA became the new surrogate MACOM CDR for internal HQDA information management. The Director, U.S. Army Information Systems Command-Pentagon (ISC-P) was appointed DAIM. This appointment follows the standard Army practice of "dual hatting" the command's senior U.S. Army Information Systems Command official by adding the Deputy Chief of Staff for Information Management (DCSIM) role to his or her responsibilities.

c. Each HQDA agency actively participates in the MACOM management process through its Information Management Officer (IMO). These officers are the single point of contact (POC) within their agencies for the information resource management process and represent their agencies in the IMAC, a subcommittee of the PBAC.

d. AR 25-3 provides the requisite discipline to the management process for information systems. This discipline is an integral part of the IMA structure and provides the standard for managers at all levels to make the best possible decisions in allocating their scarce IMA resources.

e. DA Pamphlet 25-2 defines the interconnections of information requirements from the information requirements studies (IRSs), to LCM, to the Army modernization plan with the Planning, Programming, Budgeting, and Execution System interfaces.

7. Information requirements planning process

a. The IRS is the critical information planning document for each agency. Information models and architectures are developed from the mission relationships identified within the IRS. The IRS is the vehicle through which systemic information requirements are identified and documented functionally into configurations. The organizational requirement for HQDA agencies to prepare and periodically update this document is established by AR 25-1.

b. Each HQDA MACOM agency is required to document configurations using the IMA window. This is a graphic description used within the HQ to document the complex interrelationships of the agencies' information systems. The window shows different levels of detail in successive panes. The current shows the baseline, the target depicts planned and funded improvements within the budget years, and the objective shows the requirements and plans within the program objective memorandum (POM) years. The configurations and architectures are submitted to the Office of the DAIM (ODAIM) for review and compilation into the HQDA configurations and architecture.

c. Mission essential information deficiencies will be validated initially by the ODAIM through comparison of the objective requirements in the agency architectures with the current and near-term solutions in the configurations. These documented deficiencies are forwarded to the MACOM and/or the Office of the Director of Information Systems for Command, Control, Communications, and Computers (ODISC4) as RSs. The agency RSs are initially submitted to the ODAIM for

administrative evaluation, analysis, management review determination, and milestone scheduling.

d. Each RS must be related to a valid function (process) as defined in the HQDA Information Model. Any related subprocesses must be documented in the appropriate agency's information model. RSs must also be linked to the appropriate configuration in the IMA window: baseline, target, or objective. The format for preparation of RSs is specified in DA Pam 25-2, Appendix E.

e. Staff agencies and their FOAs prepare two different RS submissions. Internal requirements which the HQ uses are submitted through the HQ MACOM procedure detailed in this memorandum. External requirements designed for Army-wide implementation are submitted directly to ODISC4. If external RSs are in a different format, they will not be duplicated into the HQ format for the purposes of internal HQDA LCM. Copies of external RSs funded by OA22 will be provided to the ODAIM for LCM purposes. OA22 supports most automation requirements for HQDA.

f. Once RSs are developed, validated, and included as candidates for approval and funding by the IMAC, the remainder of the approval process through LCM is incremental. This means that project and funding approval for the next phase will only take place after a milestone approval is achieved, and only if the relative priority is sufficiently high to warrant IMAC support of funding.

g. All systems will be developed with LCM procedures, a series of six milestones with specific tasks and documentation requirements for each milestone. The details of the automated information system LCM are established in AR 25-3. Highlights and HQ's unique applications are provided in the LCM section of this document.

h. It is critical to note that RS and milestone review approval does not provide or guarantee funding. Lack of milestone review approval does guarantee that the requirement will not be funded!

8. Programming and budgeting requirements

a. The programming and budgeting of Class VI RSs begins immediately after Milestone 0 has been successfully completed. (See table 1.) RSs for Class IV and higher still require ODISC4 approval or validation. Milestone 0 approval allows the functional proponent (FP) to proceed and expend IMAC authorized funds up to Milestone 1 (the point of developing alternative technical solutions and the economic analysis (EA)).

b. LCM does not eliminate the FP's responsibility to program for resources if and when the individual system requires that level of funding support. An approved and funded management decision package (MDEP) does not authorize expenditure of funds without specific IMAC/MACOM LCM approval.

c. The overwhelming majority of the requirements within the internal HQDA MACOM funds will be funded from consolidated HQDA MDEPs. Programming for the consolidated MDEP(s) will be done by the ODAIM staff in coordination with the Management Systems and Support (MSS) Directorate.

d. LCM approved RSs are rank ordered by the IMAC. The funded RSs, and a small percentage of the unfunded RSs, (the exact percentage will be the same as ODISC4 allows within DA Pam 25-2), are then presented to the PBAC. The PBAC is a subcommittee of the Program Budget Committee (PBC) and is chaired by the AASA and the Director of the Army Staff.

e. The PBAC reviews the IMAC recommendations to determine what dollar value of unfunded requirements are submitted for the command operating budget (COB). After review and approval, the PBAC submits the HQDA proposed COB to the PBC.

9. Funding requirements

a. The MACOM funding guidance for the fiscal year is provided to the Director, MSS, from the MACOM Resource Management Office. The guidance is applied to the latest IMAC prioritization of planned funding levels.

b. The IMAC then reexamines the approved rank ordered RSs which have passed a current milestone review in order to rank order the requirements based on actual funding available. This evaluation ensures that the highest priority mission essential RSs are ranked and funded. The actual funding level is usually different than the appropriation estimate. Each RS is linked to a specific MDEP for funding.

c. After RSs are rank ordered, the IMAC Funding Plan for the next fiscal year is submitted to the Director of Management and the Deputy Administrative Assistant, cochairmen of the working PBAC, for approval. Issues which can not be resolved in a routine manner will be addressed by the full working PBAC. The IMAC Funding Plan contains those high priority requirements based on LCM techniques which can be obligated or executed during the fiscal year.

d. LCM certifications must be submitted with DD Form 1262 (Administrative Service Request) to the MSS Directorate for funds

certification prior to being passed to Defense Supply Services-Washington. For Class VI systems for which the agency has received delegation of management authority, certification will consist of a memorandum from the agency IMO to the Director, MSS, with a copy furnished to the ODAIM. These memos will become a permanent part of the MACOM LCM file. For Class V systems, the FP or IMO will submit the memorandum certifying LCM compliance through the ODAIM.

e. The ODAIM will prepare a list of all RSs which are eligible for current year Operation and Maintenance, Army (OMA) funding based on their most recent milestone review. Fielded systems in the sustainment phase are automatically included until Milestone V. The IMAC will rank order the eligible RSs according to the funding support available and recommend a plan for distribution of funds to the MACOM CDR. After MACOM CDR approval, funds will be distributed.

f. Out-of-cycle requests will become more difficult based on LCM requirements. RSs will require milestone approval to be eligible to expend funds, limiting potential for out-of-cycle processing significantly.

g. HQ agencies occasionally have the opportunity to import funds for specific projects or missions. The only procedure to gain approval is the PBAC action memorandum. Approval to bring outside funds into the HQ does not obviate normal IMAC oversight and LCM.

10. Life cycle management of information systems

a. AR 25-3 was published with an effective date of November 1989. It requires that all information management systems be developed, funded, approved, managed, and retired under the discipline of LCM techniques. LCM is an incremental approach to management. Approvals are achieved in phases, allowing the FP and the materiel developer to proceed only to the next phase before obtaining the next approval. All systems (to include those generated by FOAs/SSAs) funded by OA22 will be reviewed for Milestone 0. Systems not internal to HQDA will be turned over to the appropriate review authority (if requested) after the initial review.

b. Table 1 on page 12 shows the breakout of system classes for which approval authority is vested in the MACOM CDR. Class V systems require review and final approval by HQDA after MACOM approval. The classes are determined by program costs. Program costs are those costs incurred from need justification or project initiation through deployment to each operational site. Program costs are computed in current year dollars. Systems with

projected program costs exceeding 50 million dollars will have management review and approval by the Department of the Army Major Automated Information Systems Review Council (MAISRC) and/or Office of the Secretary of Defense MAISRC.

c. Table 2 on pages 12 and 13 lists the milestones and some of the key decisions involved in that milestone. Specific documentation requirements for each milestone review are listed in AR 25-3. A key point for the HQ is that class VI systems are handled with informal documentation and do not require a mission needs statement (MNS). The capability request or an RS initiates the process to fulfill a mission requirement. Approval of an RS authorizes the FP to request Milestone 0 review. Table 2 is not meant to replace all the specifics of the regulation, only to provide an outline.

d. The LCM process for MACOM HQDA will be conducted by the IMAC process and administered by the DAIM. Each IMAC member will appoint a POC to represent his or her agency in the IMAC LCM working group. This working group will review the LCM documentation for each system being reviewed. Specific areas of review will vary with each system depending on size, costs, complexity, and impacts across organizational mission areas. Compliance with architectural guidance, affordability, extent of return on investment, and data management (AR 25-9) will always be reviewed.

e. In addition to the IMO representatives, the working group will also include technical advisers from the ISC-P Director of Information Management and the U.S. Army Decision Systems Management Agency. The MACOM Resource Management Office will be invited to participate when funding issues are complex or the system being reviewed is outside the normal purview of the IMAC.

f. All systems or enhancements will be managed in accordance with LCM techniques and receive at least one milestone review of the MACOM procedures. For Class VI systems/expenditures this will normally be the initial review at Milestone 0. At this time, the FP may request that management review authority be delegated back to his or her level by the MACOM CDR. The FPs will then provide copies of all LCM documentation to the ODAIM for those systems they are managing. All Class V systems, to comply with regulation, must be reviewed at the MACOM level and ODISC4 will review Class IV systems. Classes I, II, and III systems are addressed in AR 25-3.

g. FPs will request milestone reviews through the ODAIM (SAAA-IM) by submitting an updated MNS and a system decision paper (SDP). Other documentation will be required as appropriate to size, cost, and complexity of the system. The Assistant

Department of the Army Information Manager (ADAIM) will schedule the LCM working committee to staff and review all of the appropriate LCM documentation and develop a recommendation for the full IMAC. The IMAC will receive a brief presentation by the FP along with the work group recommendation. The FP will be authorized to present a more detailed briefing if the work group recommendation does not support his system.

h. The critical interface with the IMAC of rank ordering and funding procedure occurs here. The milestone status of every system will be reviewed prior to the approval of any OMA or other procurement, Army funds. Funds will be approved only for those costs necessary to move the system to its next milestone review. The FP can, as an exception, request the IMAC to tentatively approve funds for more than one phase if the system is projected to make significant progress in a single year. If the IMAC approves funding for multiple phases, the ADAIM and the Director of Management Systems Support will verify system status with the LCM work group and release funds without calling a full IMAC meeting. This exception is primarily designed for small, low cost, and low risk systems which can be completed in a very short period of time.

i. Copies of all official documentation for each system will be maintained in the ODAIM along with results of the reviews and taskings to the FPs.

j. Independent verification of cost benefit analysis (CBA) and EA for Class V and VI systems will be conducted by 7th Signal Command prior to milestone reviews. The U.S. Army Cost and Economic Analysis Center performs this verification for Class IV systems. The ODAIM will forward analysis to 7th Signal. FPs should allow sufficient lead time for the independent verification to be completed. This can range from 1 to 3 weeks for a CBA and up to 3 months for a detailed EA. Direct coordination with 7th Signal Command is encouraged for complex analysis.

11. Information Management Advisory Council

a. The IMAC is a working group of the PBAC. It is comprised of the IMOs from each HQDA agency and is normally chaired by the ADAIM. The mission of the IMAC is to facilitate information resource management within HQDA.

b. The IMAC plays a role throughout the IMA cycle. It acts as a functional working group through which IMA information is disseminated to all HQDA agencies. The IMAC frequently interprets new (written and verbal) guidance and recommends policy concerning information resource management for the HQDA.

c. Functions performed by the IMAC are:

(1) Rank ordering and funding of information RSs in the consolidated HQDA Modernization Plan.

(2) The development of budget and program input to the HQDA COB and POM.

(3) LCM milestone reviews.

d. Funding recommendations from the IMAC are presented to the PBAC for final approval.

12. Program Budget Advisory Council

a. The PBAC is comprised of the HQDA agency heads and chaired by the AASA and the Director of the Army Staff.

b. The Working PBAC, a subgroup of the PBAC is comprised of the deputy agency heads and chaired by the Deputy Administrative Assistant and the Director of Management.

c. The charter of the PBAC is to assist in the programming and budgeting process for HQDA. The PBAC approves the HQDA COB and POM submissions to the PBC for inclusion in the Army COB and POM.

d. The PBC is chaired by the Director of the Army Budget during budget sessions and by the Director of Program Analysis and Evaluation during program building sessions.

Table 1
Systems Class Breakout

CLASS of SYSTEM	CRITERIA	APPROVAL	MANAGEMENT
IV	$ 10-50M	HQDA	ODISC4
V	$ 2.5-10M	MACOM	MACOM
VI	$ UNDER 2.5M	MACOM	DCSIM & FP

Table 2
Milestone Decision Review

MILESTONE 0	MNS is reviewed for approval. Provides FUNCTIONAL and initial RESOURCE review. Authorizes FP to develop alternative technical solutions and perform EA to support the recommended solution. RESULT -- If MNS/functional requirement is approved, FP has authority to move to technical design and to continue programming actions for resources.
MILESTONE 1	Provides TECHNICAL review. Alternative technical solutions are considered for capability, cost effectiveness, and architectural compliance. RESULT -- If technical solution is approved, the FP is authorized to proceed with the system design, continue system planning, and resource programming.
MILESTONE 2	Provides overall FUNCTIONAL, TECHNICAL, and RESOURCE review. Looks at all aspects of the system and its impact on the HQ. RESULT -- The system design will be validated and final planning for system implementation is initiated.
MILESTONE 3	Provides FUNCTIONAL and TECHNICAL review to validate the system's ability to meet functional requirements. All prefielding plans are reviewed. RESULT -- System could be approved for deployment.

Table 2 (continued)

MILESTONE 4	Provides a post-deployment operational assessment. Shall occur no later than 1 year after deployment and will validate that functional requirements have been met, affordability, performance, and benefits are acceptable, and operational support is adequate. RESULT -- System will be approved to continue to operate as is, or system will be modified.
MILESTONE 5	Provides overall system assessment, to determine if the system still conforms to architectural requirements, continues to provide a cost-effective mission requirement, requires modernization, or should be terminated. RESULT -- System will be approved to continue to operate as is, modernization efforts will begin, or it will be scheduled for termination.

Glossary

Section I
Abbreviations

AASA --------- Administrative Assistant to the Secretary of the Army
ADAIM -------- Assistant Department of the Army Information Manager

CBA ---------- cost benefit analysis
CDR ---------- commander
COB ---------- command operating budget

DA ----------- Department of the Army
DAIM --------- Department of the Army Information Manager
DCSIM -------- Deputy Chief of Staff for Information Management
DOD ---------- Department of Defense

EA ----------- economic analysis

FOA ---------- field operating agency
FP ----------- functional proponent

HQ ----------- Headquarters
HQDA --------- Headquarters, Department of the Army

IMA ---------- information mission area
IMAC --------- Information Management Advisory Council
IMO ---------- Information Management Officer
IRS ---------- information requirements study
ISC-P -------- U.S. Army Information Systems Command-Pentagon

LCM ---------- life cycle management

MACOM -------- major Army command
MAISRC ------- Major Automated Information Systems Review Council
MDEP --------- management decision package
MNS ---------- mission needs statement
MSS ---------- Management Systems and Support

OA22 --------- Operating Agency Account 22
ODAIM -------- Office of the Department of the Army Information Manager
ODISC4 ------- Office of the Director of Information Systems for Command, Control, Communications, and Computers
OMA ---------- Operation and Maintenance, Army

PBAC --------- Program Budget Advisory Council

PBC ---------- Program Budget Committee
POC ---------- point of contact
POM ---------- program objective memorandum

RS ---------- requirement statement

SDP ---------- system decision paper
SSA ---------- staff support agency

Section II

Terms

Army Information Resources Management Program

A management tool to ensure that appropriate, timely, and accurate information is identified, directed, communicated, stored, resourced, and made available for the execution of Army responsibilities.

Automated Information System

A combination of information, computer, and telecommunications resources and other information technology and personnel resources that collects, records, processes, stores, communicates, retrieves, and displays information.

configuration

The functional and/or physical characteristics of hardware/software described in technical documentation and achieved in a product.

information architecture

Framework depicting the relationships of elements involved in information management within an organization. It is used to provide a blueprint for developing specific plans and actions in the planning, control, and management of information. In the Army, it consists of a baseline configuration, a current target configuration, an objective configuration, and a plan.

information mission area

The resource requirements and associated information management activities employed in the development, use, integration, and management of information. It includes all resources and activities employed in the acquisition, development, collection, processing, integration, transmission, dissemination, distribution, use, retention, retrieval, maintenance, access, disposal, and management of information. Information resources include doctrine, policy, data, equipment, and applications and related personnel, services, facilities, and organizations.

information model

A model that represents the processes, information classes, information flow, and elements of an organization and all relationships among these factors, based on the IRS. It is one of the architectural building blocks that support the Army's information architecture.

information requirements study

Formal study document defining the information an organization needs to meet its stated missions, goals, and objectives. It defines organizational needs and deficiencies and relates to processes that create and use the information. The IRS provides an overview of organizational information needs and includes a management perspective on information priorities and deficiencies.

information system

An organized assembly of resources and procedures designed to provide information needed to execute or accomplish a specified task, activity, or function; to correct a deficiency or improve mission performance. It applies to those systems that evolve, are acquired, or are developed that incorporate information technology regardless of IMA discipline. Information systems incorporate hardware, software, firmware, products or other items used to create, record, produce, store, retrieve, process, transmit, disseminate, present, or display data or information.

IMA window

A graphic description of the interrelationships of information systems at HQDA agencies. The window depicts different levels of detail: baseline, target, objective. The baseline describes the current status, the target shows planned and funded improvements, and the objective illustrates future requirements and plans.

life cycle management of information systems

An incremental control process applied to expenditures on new automated information systems, and to expenditures on the modernization of existing automated information systems. It bases all expenditure decisions on the total anticipated benefits that will be derived over the life of the new or enhanced automated information systems.

materiel developer

The command or agency assigned responsibility for the development and acquisition of a system, and/or the specific organization assigned primary responsibility for the management of this development and acquisition.

modernization plan

An integrated plan of action for accomplishing MACOM/FP missions which documents future direction, and specifies the information systems programs and resource requirements necessary to support stated missions and objectives.

operations and maintenance costs

Recurring costs required to operate and maintain an operational capability.

Planning, Programming, Budgeting, and Execution System

The Army's primary management system used to allocate and manage resources and provide a framework for making decisions on current and future programs through the four interrelated phases.

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program costs

Program costs include all costs incurred from requirement identification through completion of deployment to each operational site.

program objective memorandum

Document which describes all aspects of Army programs for a six-year period. It expresses total program requirements, displays all materiel acquisitions, and provides rationale for proposed changes from the approved base.

requirement statement

A document used to describe a specific deficiency in mission performance or an improvement for mission performance. It identifies information needs currently not satisfied, or that are not being satisfied in the most economical manner, and expresses the need for information to carry out specific tasks, functions, and processes to meet an authorized Army mission.

return on investment

A method used to evaluate, analyze, and compare value and cost savings of diverse functional/technical solutions during the design, development, and acquisition of systems that incorporate information technology.

system decision paper

The document which consolidates and presents essential information for evaluating the quality and completeness of program planning products and progress against approved plans. It is the primary document supporting the LCM milestone review and approval process. The SDP is a comprehensive management level summary of the program.

(SAAA-IM)

By Order of the Secretary of the Army:

CARL E. VUONO
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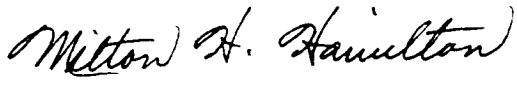
Official:



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Distribution:

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